

**Calgary Planning Commission Report to
Public Hearing Meeting of Council
2018 May 07**

**ISC: UNRESTRICTED
CPC2018-0181
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**Land Use Amendment and Road Closure in Seton (Ward 12) at multiple properties,
LOC2017-0047
BYLAWS 5C2018 AND 145D2018**

EXECUTIVE SUMMARY

This land use application (LOC2017-0047) has been submitted by Urban Systems on behalf of Carma Ltd. and South Seton GP Inc (Brookfield Residential Properties). Land use redesignation of the subject lands covers an undeveloped area of 76.42 hectares (188.8 acres) located in the southeast quadrant of the city, east of Deerfoot Trail SE and south of Seton BV SE. The proposed land use area constitutes one neighborhood under Community 'A' as identified in the Rangeview Area Structure Plan (ASP). This neighborhood lies in the portion of the ASP where the Growth Management Overlay (Overlay) will be removed (Attachment 6).

The subject lands are currently designated Special Purpose – Future Urban Development (S-FUD) District, as well as a small portion of Special Purpose – City and Regional Infrastructure (S-CRI) District. The proposal provides for a number of land uses are to accommodate a range of residential, community commercial, and special purpose districts:

- approximately 876 dwelling units within a mix of single and semi-detached homes, and rowhouses (R-G, R-Gm);
- a variety of multi-residential housing types (M-1, M-2);
- a small to mid-scale community retail site with a maximum height of 10 metres and a maximum floor area ratio of 1.0 (C-C1); and
- public parks and amenity spaces(S-SPR), including a Residents' Association site (S-R); and
- one high school site with playfields (S-SPR).

The land use application consists of two components:

1. Road closure of a portion of the 56 Street SE road allowance which runs north-south centrally through the plan area; and
2. Land use redesignation of the subject lands and the closed road allowance from the S-FUD District and road right-of-way to a range of residential, commercial, and special purpose districts to accommodate the proposed neighbourhood.

This application has been applied for with the support of an outline plan application (CPC2018-0182) to provide the subdivision layout for the site's development (Attachments 4 and 5). The outline plan is for a larger area than the current Growth Management Overlay removal area. Conditions have been added to the outline plan to appropriately deal with the site's development, given the circumstances.

A separate report (PFC2018-0240) with the Overlay removal recommendation for the subject lands, will be presented and considered by the Priorities and Finance Committee (PFC) on 2018 March 22. The PFC and Calgary Planning Commission (CPC) recommendations are scheduled to be heard concurrently at the Combined Meeting of Council on 2018 April 16.

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommends that Council hold a Public Hearing; and

1. **ADOPT** the road closure Bylaw, to close 2.38 hectares ± (5.90 acres ±) of road (Plan 1810328, Area A), adjacent to Main Street SE, with conditions (Attachment 2).
2. Give first and second readings to the proposed road closure Bylaw; and
3. **WITHHOLD** third reading pending Council's approval of the proposed removal of the Growth Management Overlay and amendment to Map 10 of the Rangeview Area Structure Plan.

Moved by: E. Woolley

Carried: 6 – 0

Absent: Mr. Leighton left the room due to a pecuniary conflict of interest and did not take part in the discussion or voting.

4. **ADOPT**, by bylaw, the proposed redesignation of 76.42 hectares ± (188.83 acres±) located at 19600, 19651, 20606 and 20607 – 56 Street SE and the closed road (Portion of W1/2 Section 15-22-29-4; Portion of N1/2 Section 16-22-29-4; Portion of SE1/4 Section 16-22-29-4; Plan 1810328, Area A) from Special Purpose – Future Urban Development (S-FUD) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and Undesignated Road Right-of-Way to Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – Low Profile (M-1) District, Multi-Residential – Medium Profile (M-2) District, Commercial – Community 1 (C-C1) District, Special Purpose – School, Park and Community Reserve (S- SPR) District, Special Purpose – Recreation (S-R) District, and Special Purpose – City and Regional Infrastructure (S-CRI) District, in accordance with Administration's recommendation; and
5. Give first and second readings to the proposed Bylaw; and
6. **WITHHOLD** third reading pending Council's approval of the proposed removal of the Growth Management Overlay and amendment to Map 10 of the Rangeview Area Structure Plan.

Moved by: E. Woolley

Carried: 6 – 0

Absent: Mr. Leighton left the room due to a pecuniary conflict of interest and did not take part in the discussion or voting.

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RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION

That Council hold a Public Hearing on Bylaws 5C2018 and 145D2018; and

1. **ADOPT** the proposed closure of 2.38 hectares \pm (5.90 acres \pm) of road (Plan 1810328, Area A), adjacent to Main Street SE, in accordance with Administration's recommendation; and
2. Give first and second readings to the proposed road closure Bylaw 5C2018; and
3. **WITHHOLD** third reading pending Council's approval of the proposed removal of the Growth Management Overlay and amendment to Map 10 of the Rangeview Area Structure Plan.
4. **ADOPT** the proposed redesignation of 76.42 hectares \pm (188.83 acres \pm) located at 19600, 19651, 20606 and 20607 – 56 Street SE and the closed road (Portion of W1/2 Section 15-22-29-4; Portion of N1/2 Section 16-22-29-4; Portion of SE1/4 Section 16-22-29-4; Plan 1810328, Area A) from Special Purpose – Future Urban Development (S-FUD) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and Undesignated Road Right-of-Way to Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – Low Profile (M-1) District, Multi-Residential – Medium Profile (M-2) District, Commercial – Community 1 (C-C1) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – Recreation (S-R) District, and Special Purpose – City and Regional Infrastructure (S-CRI) District, in accordance with Administration's recommendation; and
5. Give first and second readings to the proposed road closure Bylaw 145D2018; and
6. **WITHHOLD** third reading pending Council's approval of the proposed removal of the Growth Management Overlay and amendment to Map 10 of the Rangeview Area Structure Plan.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

In 2014, Council adopted the Rangeview Area Structure Plan (ASP). The Rangeview ASP included a Growth Management Overlay (Overlay) indicating that the leading capital infrastructure required for development was not in place or approved in The City capital budget. Since then, the ASP area has been identified as a priority growth area and portions of the Overlay were removed in 2016 to accommodate Stages 1A and 1B of the Brookfield Residential Properties owned lands.

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The outline plan and land use application (LOC2015-0192) for Stage 1B was approved in September 2016. The 17.6 hectare (43.49 acres) area consisted of a mix of M-1 and M-2 multi-residential parcels within a Transit Station Planning Area (TSPA). Stage 1A (LOC2016-0102) was subsequently approved in January 2017. Also located in the TSPA, the 24.26 hectare (59.95 acres) site provided for a mix of low density (R-G and R-Gm) and medium density residential product (M-1 and M-2). The size and configuration of both of these outline plan and land use amendment application boundaries were limited by the available water and sanitary servicing available (Attachment 4).

The proposed Stage 1C development, the subject of this current outline plan and land use amendment application, represents the final phase in completing Seton, the first of two complete communities identified in the Rangeview ASP.

Site Context

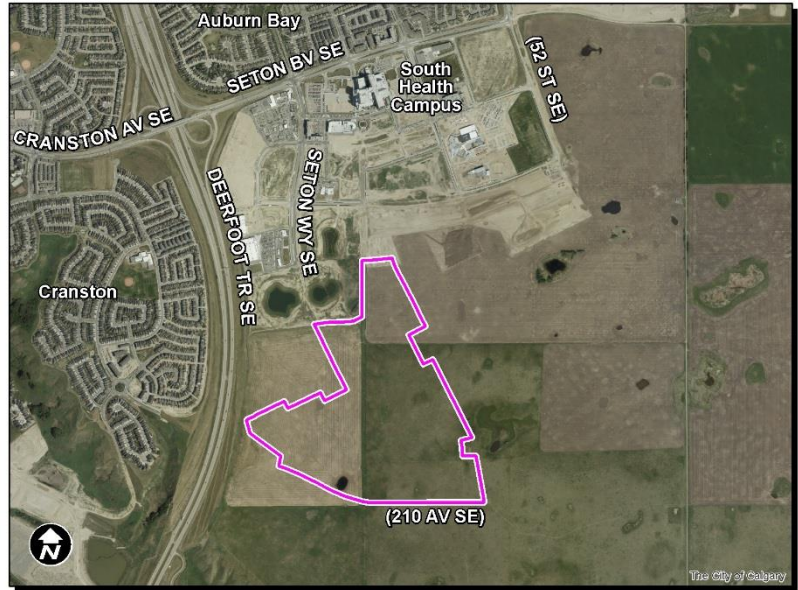
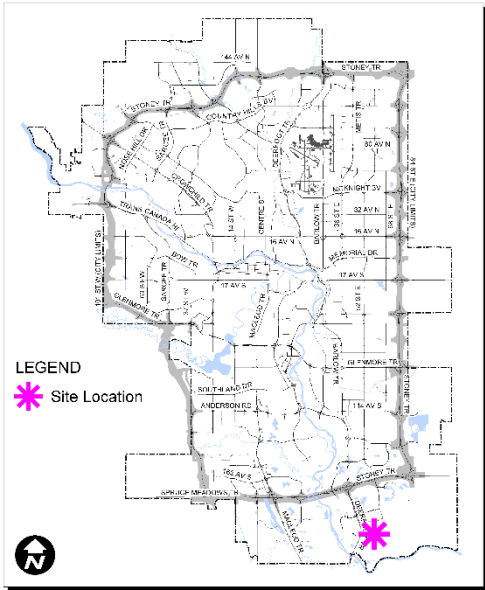
The subject site is currently undeveloped and situated in the southeast portion of the city in the community of Seton. The area is bounded by Deerfoot Trail SE to the west, 52 Street SE to the east, and 212 Avenue SE to the south. The South Health Campus hospital, a future regional recreation facility and senior high school site, and the mixed-use employment area of Seton Urban Centre are located immediately to the north. The community of Auburn Bay is located north of Seton Urban Centre, and the community of Cranston is located to the west across Deerfoot Trail SE.

Historically, the subject lands were utilized as agricultural lands for grazing and crop production. The topography of the subject lands is gently rolling with minimal slope. General site drainage is from the northwest to southeast.

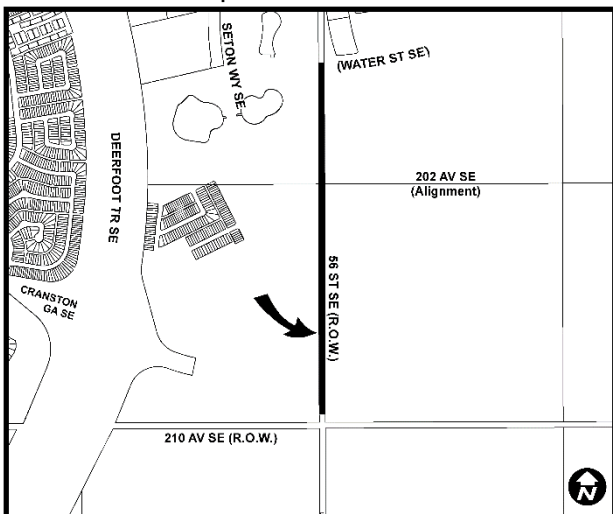
This application includes the proposed road closure of 56 Street SE, which is located along the western boundary of the site. The road allowance is approximately 2.38 hectares (5.90 acres) in size. The road right-of-way will be included in the boundary of the proposed land use amendment and associated outline plan.

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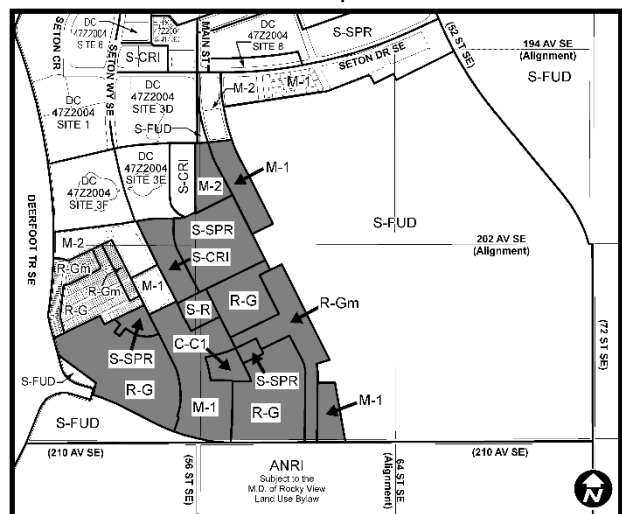
Location Maps



Road Closure Map



Land Use Amendment Map



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INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use application for a portion of the overall Stage 1C outline plan area will facilitate the development of a wide range of residential, local commercial, parks and school sites that will contribute to the growth of the Seton community as envisioned by the policies of the Municipal Development Plan (MDP) and the Rangeview Area Structure Plan (ASP).

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District, and a small remnant portion as Special Purpose – City and Regional Infrastructure (S-CRI) District which is the site of the future Seton light rail transit (LRT) station.

The proposal is for a mix of Residential - Low Density Mixed Housing (R-G) District, Residential - Low Density Mixed Housing (R-Gm) District, Multi-Residential – Low Profile (M-1) District and Multi-Residential – Medium Profile (M-2) District. These proposed residential land uses provide for a diversity of both low-density housing forms and multi-residential developments. This continues the transition from the Transit Station Planning Area (TSPA), which provides a logical transition to the mixed-use development in Seton and supports the two future Light Rail Transit (LRT) stations.

Low density housing forms are provided by the R-G District and R-Gm Districts. The R-G and R-Gm Districts are both intended to allow a greater diversity of housing types in the form of single-detached, semi-detached, and row housing. The R-Gm District is identical to the R-G District with the exception of excluding single detached dwellings as a permitted use.

Multi-residential developments are accommodated by the proposed M-1 District and M-2 Districts. Mid-rise apartments and ground oriented townhouses are examples of products that can be accommodated in these land use districts.

The single commercial district, Commercial – Community1 (C-C1) District, is located within the core of the neighbourhood within the Rangeview ASP identified Neighbourhood Activity Centre (NAC).

Special Purpose – School, Park and Community Reserve (S-SPR) Districts are proposed to accommodate a future high school site, and neighborhood parks. The Rangeview ASP originally identified the future high school site in Phase 1A of the plan area. However, during this outline plan and land use amendment application process, discussions between the applicant and Administration determined that the school location would be better situated adjacent to the future Seton LRT parking facility on the Phase 1C lands.

A Special Purpose – City and Regional Infrastructure (S-CRI) District accommodates the future Light Rail Transit (LRT) parkade facility, while a Special Purpose – Recreation (S-R) District accommodates a site for the Residents' Association building.

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Density

The land uses proposed provide for development that achieves both the Municipal Development Plan (MDP) and the Rangeview Area Structure Plan (ASP) minimum density and intensity targets (population and jobs). This will help to support the future transit infrastructure and community amenities within the community of Seton and the services provided in the Seton Urban Centre to the north. To achieve this, higher densities in the plan area are located within the Transit Station Planning Areas, along main collectors, and in the activity centres.

Aligned with the MDP, the ASP requires that the minimum average residential density of 20 units per hectare (8 units per acre) is to be achieved for the overall community. Upon full build out of this portion of the land use area, approximately 1239 residential units are anticipated. This equates to an anticipated density for the land use areas of 23.0 units per hectare (9.3 units per acre). This exceeds the minimum average residential density of 20 units per hectare (8 units per acre) required by the ASP.

The proposed intensity within the Neighbourhood Activity Centre (NAC) is anticipated to be 87 to 153 people and jobs per gross developable hectare (based on the land use districts proposed), and has the potential to achieve the minimum target of 100 people and jobs per gross developable hectare as per the Rangeview ASP.

Infrastructure

Transportation Networks

The regional street network consists of Deerfoot Trail SE bordering the western edge of the site, 212 Avenue bordering the southern edge of the site, 52 Street SE bordering the eastern edge of the site and Seton Drive SE to the north of the site.

As identified by the Rangeview ASP, permanent off-site infrastructure in the vicinity of the outline plan area will be required. The Province, City and the developer agreed to a funding proposal for the construction of the Deerfoot Trail SE and 212 Avenue SE interchange. The interchange is expected to be completed by 2019. The construction of 88 Street SE from south of Stoney Trail SE to south of 196 Avenue is planned to start in 2020.

A Transportation Impact Assessment (TIA) was completed in support of this application. The TIA identified that as a result of the proposed development, intersection improvements are required along 212 Avenue SE and along 88 Street SE in the interim for Seton 1C lands and lands east of the Rangeview ASP area. Also, Global and Local TIAs were reviewed by the City and determined the off-site and on-site transportation network requirements.

The internal streets within the community are planned as an effective rectilinear grid pattern road network, complemented by parks, schools, and major arterial streets at the community edges. Strong bicycle and pedestrian connections are supported by the modified grid network with the combination of five regional pathways, two multi-use pathways, and two streets with on-street bike lanes. Most streets adhere to the Complete Streets Policy. Customized road cross-sections are created for addressing specific active modes, such as wider 3.0 metre multi-use

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pathways, school requirements for mono-sidewalk, and dual-functional pathways along Union Park.

Existing transit services are available approximately 800 metres north along Front Street SE. The southeast LRT Green Line is planned for future extension to Seton, and the future Seton LRT station will be located just outside of the northwest corner of this community. Several community bus routes are expected to run through Seton 1C and east of the remaining Rangeview ASP area. Walking distance to transit stops will exceed the 90 percent target of 400 metres transit coverage.

Utilities and Servicing

The proposed outline plan is located within a Growth Management Overlay (Overlay) area which identifies that full servicing is not available. In light of this, an interim servicing solution has been developed to support the land use amendment application and Overlay removal for part of the outline plan. The properties along and to the west of Main Street SE can be serviced with the interim strategy; this represents less than half of the entire plan area. The remaining easterly portion of the outline plan cannot be serviced at this time and will be dependent on installation of the ultimate water feeder main, sanitary trunk main, storm trunk main, and outfall. At the time of this report, no funding for the installation of this public infrastructure has been identified or approved, so the timing of service availability is unclear. Land use approval for the affected portion of the plan will continue to be withheld until such time that the servicing is available.

The interim servicing strategy for the westerly portion of the plan has been developed, reviewed, and accepted by Administration to ensure the plan area can be adequately serviced until such time as the permanent infrastructure is installed. Water servicing will extend from the existing developed portion of Seton. Sanitary servicing will be directed to the existing sanitary trunk in Deerfoot Trail utilizing a temporary lift station and force main; capacity is available in the existing system to support this approach. When the ultimate sanitary trunk main is installed, the flow will be redirected so the temporary lift station can be removed. Storm water management involves a temporary storm pond that is sized to accommodate all drainage from the westerly portion of the plan area until such time as the ultimate pond can be constructed.

Emergency services will be provided from the nearby Seton Fire Hall, located north of the subject lands. It provides the seven minute fire coverage to the lands within the outline plan.

Growth Management

The Rangeview ASP includes a Growth Management Overlay (Overlay) policy in order to ensure the coordination of growth and the associated servicing and funding. The policy states that the Overlay should only be removed when solutions for municipally financed infrastructure and services have been determined.

The applicant elected to demonstrate that the existing sanitary trunk system capacity was sufficient to allow for the proposed development in the community of Seton, known as Seton

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Stage 1C West. Therefore, no additional City capital infrastructure would be required to facilitate this development, and no alternate funding and financing arrangements would be necessary in the interim, based on the population assumptions in the submitted interim sanitary servicing study for Seton Stage 1C West. Administration will bring forward a report to the 2018 March 22 Priorities and Finance Committee of Council, to remove a portion of the overall Overlay for 76.42 hectares (188.8 acres) in support of the land use area.

The proposed development supports the continuation of build out of the community of Seton. Seton is one of 27 actively developing communities whereby The City has made investments in capital infrastructure, including:

- Fire station;
- Recreation centre and library; and
- Deerfoot Trail SE/212 AV SE interchange.

Continuing development in the Seton community will help grow the population and tax base to support these amenities, and will complement the existing development in the Seton Urban District and the pending/under construction development in Seton Stages 1A and 1B.

An Overlay will remain over the 172.21 hectare (425.5 acre) portion of the larger outline plan area, as well as the balance of the Rangeview ASP. In order for further Overlay removal in the ASP to be possible, investments in water, sanitary, and transportation infrastructure will be required. None of these investments are included in the current 2015-2018 Action Plan budget.

Administration has been working with Industry on a process for the funding and financing of new community development. On 2018 February 22, the Priorities and Finance Committee recommended that Council approve an Administration recommendation to return in Q2 2018 with funding recommendations on business cases for new communities. A decision on the funding status of infrastructure in the remainder of the Rangeview ASP for the 2019-2022 budget will be made as part of this report. The Rangeview business case will be considered alongside 11 other business cases seeking to open up additional new community areas.

Stakeholder Engagement, Research and Communication

There is no Community Association for this area. The closest community association of Auburn Bay was contacted, and they had no concerns or objections to the application. No letters from adjacent landowners or the general public were received.

Engagement

No public meetings were conducted by the applicant or Administration in direct relation to this site-specific outline plan and land use redesignation.

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Strategic Alignment

South Saskatchewan Regional Plan (Statutory, 2014)

The site is located within the “City, Town” area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. The SSRP makes no specific reference to this site. The land use proposal is consistent with the SSRP policies including the Land Use Patterns policies (subsection 8.14).

Municipal Development Plan (Statutory, 2009)

The subject lands are identified under Map 1 ‘Urban Structure’ of the Municipal Development Plan (MDP), as Future Greenfield area. The MDP provides guidance for the development of new communities through the policies of the Rangeview ASP.

The proposed land use amendment application meets the MDP’s objectives (Section 3.6.2.), which include:

- providing a diversity of housing types;
- including Neighbourhood Activity Centres (NAC);
- locating multi-residential developments near transit and open spaces;
- implementing a grid-based subdivision design pattern;
- providing multi modal connectivity for pedestrians, cyclists and transit riders; and
- protecting and integrating significant ecological elements into the plan.

Rangeview Area Structure Plan (Statutory, 2014)

The subject lands are identified as “Community A” on Map 4: Communities and Neighbourhood Boundaries within the Rangeview ASP. This community is comprised of four neighbourhoods. Identified as Neighbourhood 1 within the overall Rangeview ASP area, the proposed plan provides a complete neighbourhood which includes a full range of housing types, commercial, recreational, institutional and public open spaces.

Map 4: Communities and Neighbourhood Boundaries of the ASP also identifies the provision of Neighbourhood Activity Centres (NAC) within each of the four neighbourhoods. NACs are intended to provide neighbourhood focal points that contain a mix of transit supportive residential and non-residential uses, and are connected to their surrounding neighbourhoods by a network of active transportation modes. NACs, which align with the ASP policies, have been provided in this neighbourhood.

Social, Environmental, Economic (External)

Social

The continuation of development in the community of Seton will provide additional population to

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support the existing and planned amenities and services within the community and the adjacent commercial, retail, and employment district. The outline plan proposes a range and mix of housing types, densities and land uses which promotes socio-economic diversity, supports active transportation modes, and allows for more efficient use of land and public infrastructure.

Environmental

The proposed outline plan is located within a previously undeveloped 'greenfield' area. Historically, there has been limited agricultural uses on the property as has been identified through an Environmental Site Assessment report. However, no environmental concerns were identified.

Economic (External)

The proposed outline plan and associated use amendment provide a future framework to provide a mix and intensity of uses that will enable a more efficient use of land and infrastructure and introduce additional services, housing and associated amenities to this community.

Financial Capacity

Current and Future Operating Budget

A large portion of operating costs required to service the proposed development are considered to be extensions of service from the existing part of Seton. As development proceeds, the provision of other City services such as roads, parks and waste and recycling would have an operating budget impact at such time as they are provided. The operation and maintenance of the interim utility infrastructure is the developer's responsibility until the ultimate utility infrastructure is installed. Therefore, no impact to the current operating budget is expected.

Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The Overlay removal area for Seton Stage 1C West leverages existing City funded capital investment. Local capital investment to bring on this phase will be at the developer's cost. Additionally, the developer will pay off-site levies, which helps generate funding for the permanent infrastructure.

Future development phases beyond the Overlay removal area will require the future capital-funded Rangeview sanitary trunk, water feedermain, storm trunks and outfall(s), and transportation improvement. At the time of this report, no funding decisions or commitments have been made on the timing of the permanent infrastructure funding solutions for Rangeview for 2019-2022 and beyond. Decisions on the funding of infrastructure in Rangeview will occur as part of the report to Priorities and Finance Committee at the end of Q2 2018, alongside other submitted business cases.

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Risk Assessment

Removal of the Overlay based on an interim servicing solution does put pressure on The City to fund and deliver on the permanent servicing solution. While endorsement of the interim servicing solution does not commit The City to deliver the permanent solution, it does introduce growth that is dependent on future budget decision, as reliance on interim solutions is not ideal in the medium to long term.

1. Risk:

Capital funding for the ultimate sanitary servicing solution has not been approved. This could result in a deferral of the construction of the ultimate infrastructure. As a result, the freezing of development approvals beyond 1C West may occur, as the proposed interim sanitary servicing can only accommodate a certain amount of sanitary flow.

Proposed Mitigation Solution:

Administration and the developer agreed that the developer will be responsible for monitoring the sanitary flows for the duration of the interim sanitary servicing solution. The continuous monitoring helps mitigate potential issues in the future by addressing any problems immediately. Water Resources will review the flow monitoring data, and if the sanitary flows from Seton 1A, 1B and 1C West exceed anticipated values, measures may need to be taken to reduce the potential trunk surcharge. Further cap on sanitary discharge volumes to the existing sanitary system might be required at a later date. Water Resources will work with Brookfield if this were to occur.

2. Risk:

An agreement needs to be secured with the developer to ensure that the proper abandonment of interim servicing infrastructure is ensured, and that the tie-in to the ultimate solution, once the ultimate infrastructure is in place, will be completed to the satisfaction of Water Resources.

Proposed Mitigation Solution:

Through a special servicing agreement or an indemnification agreement, Water Resources will ensure that a strategy and contract are in place for the appropriate decommissioning of the interim servicing infrastructure, once the ultimate infrastructure has been installed. Typically, a security is collected from the developer, and is only released at Final Acceptance Certificate (FAC) stage. The purpose of the FAC is to transfer full responsibility for a municipal improvement from the developer to the City. FAC for this project will be granted upon the successful decommissioning of the interim servicing infrastructure and, once installed, tie-in into the ultimate servicing infrastructure. Conditions of approval will also be added to the outline plan to tie into the ultimate servicing infrastructure, and to address the decommissioning of interim servicing.

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3. Risk:

The Master Drainage Plan for the Rangeview ASP area is currently being amended. At this time, the ultimate stormwater drainage servicing strategy has not been finalized.

Proposed Mitigation Solution:

Water Resources is currently working with the land owner and consultants (Urban Systems) on reviewing the amendments proposed to the Rangeview Master Drainage Plan.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment has been developed in accordance with the policies specified in the Rangeview Area Structure Plan (ASP). The proposed land uses and their distribution facilitate a variety of residential housing types complemented by a school site, parks and amenity spaces to provide a complete neighbourhood that can achieve the minimum density requirements as outlined by the ASP. The residential area also provides densities and intensities that contribute to the overall community targets. These land uses will be implemented through the supporting outline plan application that provides the subdivision layout and conditions to realize the site's development.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Road Closure Conditions
3. Proposed Land Use Context Map
4. Proposed Outline Plan
5. Proposed Outline Plan – Road Cross Sections
6. Proposed Growth Management Overlay – ASP
7. Proposed Bylaw 5C2018
8. Proposed Bylaw 145D2018